DOCUMENT RESUME

ED 112 727 HE 006 663

TITLE State Legislation Affecting Higher Education in the South, 1975. Report No. 1. West Virginia, Georgia, Virginia, Arkansas, Maryland and Mississippi.
INSTITUTION Southern Regional Education Board, Atlanta, Ga.
PUB DATE [75]
NOTE 32p.

EDRS PRICE MF-$0.76 HC-$1.95 Plus Postage
DESCRIPTORS *Educational Legislation; *Educational Planning; *Higher Education; Post Secondary Education; Private Colleges; Professional Education; *State Action; State Colleges; *State Legislation; State Universities

ABSTRACT

This document reports on the action taken by the Southern state legislatures that meet in 1975. Participating states are Alabama, Arkansas, Florida, Georgia, Kentucky, Louisiana, Maryland, Mississippi, North Carolina, South Carolina, Tennessee, Texas, Virginia, and West Virginia. (Author)

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STATE LEGISLATION AFFECTING HIGHER EDUCATION

IN THE SOUTH, 1975

Report Number One:
West Virginia, Georgia, Virginia, Arkansas,
Maryland and Mississippi

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EDUCATION & WELFARE
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Prepared as a service of the

SOUTHERN REGIONAL EDUCATION BOARD
130 Sixth Street, N. W. - Atlanta, Georgia 30313

This is the first in a series of reports on action taken by the Southern state legislatures which meet this year. Each report is prepared for the Southern Regional Education Board by a professional reporter, and any opinions expressed are those of the individual journalist, not of SREB. When the last scheduled legislative session in the region has adjourned, all of the reports will be issued, with state-by-state highlights, in a single publication entitled Summary of State Legislation Affecting Higher Education in the South, 1975.

SREB's participating states are Alabama, Arkansas, Florida, Georgia, Kentucky, Louisiana, Maryland, Mississippi, North Carolina, South Carolina, Tennessee, Texas, Virginia and West Virginia.

HE006663

WEST VIRGINIA Don Marsh, The Charleston Gazette

"...the state may end up with two new medical schools."

CHARLESTON...Because of action by the 62nd West Virginia Legislature, the state may end up with two new medical schools.

At this point, nothing is certain. The school that officials want, they may not get. The one they can get, they're not sure they want.

The school they want will be located at Marshall University if it becomes a reality. The Veterans Administration will cooperate in creating and funding the school for its first eight years. After that, its operation will be up to the state.

Chancellor Ben Morton of the Board of Regents said the last major obstacle is the need to provide the Veterans Administration with "reasonable assurance" the school will be accredited if it is created.

An accreditation team was to have visited the Marshall campus at Huntington in early April. Morton said he is optimistic about the outcome.

The second medical school offers a more complicated problem. It is already in existance at Lewisburg, on the campus of what once was the Greenbrier Military School.

The Greenbrier College of Osteopathic Medicine was created by a private group. Supporters have worked hard in two legislative sessions to have the state take it over.

West Virginia College of Osteopathic Medicine Created

This year, the legislature passed a bill creating a West Virginia College of Osteopathic Medicine. Another bill appropriated $1.2 million for operating costs in fiscal 75-76.

Originally, Chancellor Morton said he was puzzled by what the legislature meant. One reason was that the only reference to acquisition was the inclusion of a West Virginia College of Osteopathic Medicine in a part of the state code that lists existing institutions.

Morton asked the attorney general to advise him whether the West Virginia and Greenbrier colleges of osteopathy were the same. He also asked whether the Board of Regents was required to accept the college.

Some legislators resented what they described as the board's foot dragging. There was a recess in the session from March 10 until April 11, caused by a fight between the legislature and the governor over budgetary procedures.

When the session reconvened, the Senate passed a resolution affirming that the West Virginia College of Osteopathic Medicine and the Greenbrier College of Osteopathic Medicine were the same.

One of the problems is that the school is about $510,000 in debt. Morton said he doubted if a title could be obtained without making arrangements to pay the debt. Senator Ralph Williams, D-Greenbrier, a supporter of the school, says the state has about $435,000 to pay off the obligations and that the rest can be raised by selling part of the college's 40 acre campus.

Medical schools have become a big issue in West Virginia. The major one at West Virginia University has been attacked because of what critics say is its failure to train family physicians and its failure to persuade graduates to remain in the state. Resentment of the WVU Medical Center was exploited by those who favored the new schools.

$7.4 Million Increase

If medicine was an important topic for higher education, money was another. The money part, at least, was solved to Regents satisfaction.

"We didn't get all that was needed but our needs were treated with some degree of high priority," Morton said.

Regents asked for $92.9 million. The governor recommended $88.6 million. The legislature appropriated $87.4 million, about a $7.4 million increase.

The appropriation will allow an average pay increase of 7 percent for teachers. A pay raise is needed, particularly at the higher faculty levels in the state's major institutions.

A Southern Regional Education Board study showed that West Virginia ranked last in the 14-state region in the average salary paid professors, assistant professors and associate professors at institutions which award doctoral degrees. The state ranked 10th in the region in average salaries paid at all state colleges and universities.

Morton said that in the last two years, the state has ranked 46th in percentage increases of higher education appropriations. "That doesn't tell everything but it is one indication of financial problems."

He said his experience this session made him hopeful for the future. "Frankly, I was really pleased with the committees willingness to listen and try to understand. I don't mean they agreed with everything I said--but at least they listened."

As often happens, some of the bills that failed would have had more significance than some which passed.

"Stay-or-Pay" Plan Rejected

One rejected bill would have required medical students to practice in the state for four years after graduation or repay to the state the cost of their educations. Morton opposed the "stay-or-pay" plan which passed the Senate, 22-8, but which didn't come to a vote in the House of Delegates. "I understood the concerns of the sponsors, namely in getting doctors in rural counties, but I didn't see that this bill would solve those concerns."

Another bill that failed would have required the state to subsidize the education of state residents who are enrolled in private colleges located in West Virginia. About 5,000 students would have been affected. The cost was estimated at $7 million.

Yet another bill which was unsuccessful would have required that separate presidents be appointed at Bluefield State and Concord colleges. A single administrator now runs both.

There has been strong opposition to the coordinated relationship. A vice president at Bluefield said administrative costs there had doubled and three faculty members at Concord testified in favor of separate presidents.

Morton said he could understand the opposition but he told legislators, "Until you stop me I will pursue the notion of having the best quality education for the least amount of money."

The chancellor said the single presidency approach had cut overhead costs at the colleges by $500,000.

On another matter, Morton opposed a bill that would have put student and faculty representatives on the Board of Regents as voting members. "I was philosophically against them because they represent special interests," he said. The bill failed.

One bill that the chancellor supported also failed. It would have given the board clearer authority against trespassers on college property. In some areas, nonstudents use sleeping and toilet facilities of colleges. The law is vague on the authority that school officials have to remove them from public buildings.

4-Year Nursing at Marshall Among Bills Passed

A number of bills passed. Among them were measures that:

+++Cleared up an ambiguity and allowed registration fees at community colleges to be used to pay bond fees as is the case with registration fees at other colleges.

+++Increased purposes for which capital improvement bond money could be spent to include land. Language of the previous law restricted spending to buildings.

+++Broadened the authority of the West Virginia University Coal Research Center to engage in projects involving energy sources other than coal, a former restriction.

+++Granted a supplemental appropriation of $1,496,000. Most of the money was needed to pay increased cost of utilities.

+++Mandated establishment of nursing programs at various schools. The bill allows work done on the two-year associate degree to count toward a four-year degree. Further, it permits experience and training of licensed practical nurses to count toward two-year degrees and it establishes a four-year nursing degree program at Marshall University. Formerly, only WVU had the four year-program.

+++Requires all governmental units to hold open meetings with certain exceptions. Morton said the "Sunshine Bill" would not affect Board of Regents procedures because board meetings already are open to press and public.

GEORGIA Nancy Lewis, The Atlanta Journal

"...the university system came out with about $9 million less than the regents' final estimate on how much it would cost to run the university system..."

ATLANTA...The Georgia General Assembly this session for the first time has tampered with the method of appropriating money to the University System of Georgia.

The action, which legislators said should increase slightly the student-teacher ratio at the graduate level, was seen as the first visible sign of a continuing struggle by the state legislature to gain more control over how money is spent for state colleges.

Authority for the operations of the state university system--which includes four universities, 12 senior colleges, 15 junior colleges and a technical college--is vested constitutionally in the 15-member Board of Regents which is completely separated from both the legislative and executive branches of government. Board members are appointed by the governor for seven-year terms and confirmed by the senate but are accountable and answerable to no one.

Money for the instructional functions of all schools in the system is appropriated to the Board of Regents as a lump sum and the Board distributes it to the individual schools.

Credit-Hour Formula Determines Appropriations

To determine how much money should be given to the university system, the legislature uses a formula based on the number of credit hours being taught in the system. The formula roughly equates to one instructor and associated support, including libraries, for each 25 freshmen and sophomore students; each 18 junior and senior students, and each 10.5 graduate and professional students. In addition, one research professor is allotted for each 10.5 graduate and professional students. This legislative formula increases, by approximately .86 students, the graduate and professional students-to teacher ratios.

Controversy about the graduate offerings of the university system surfaced early in budget hearings. Legislators objected both to some offerings and the large number of out-of-state students in these high-cost categories. Although the legislature has no direct control over tuition fees, the move to increase the graduate ratios was purported aimed at showing its displeasure with the graduate programs.

New Law School at Georgia State

Apparently entering into the decision also was a late-year vote by the regents approving a new law school for Atlanta's Georgia State University--a vote which displeased many legislators facing a tightened budget.

In all, the university system came out with about $9 million less than the regents' final estimate on how much it would cost to run the university system in fiscal 1976.

Because of the cutbacks, the Board and Chancellor George Simpson imposed an indefinite delay in the starting of the approved new law school and said other new programs will have to be more closely scrutinized.

The total appropriation for the 32-campus university system for fiscal 1976 is $276.9 million, about $17 million more than for 1975 but about $12 million less than Governor George Busbee had recommended.

Higher Tuition Approved

However, $7.5 million of that difference will be made up by higher tuition fees to be charged at Georgia public colleges. The regents had hoped to get all the state money Busbee had recommended and the tuition increase money, too, but the legislature reduced the regents' state appropriation by the amount which will be raised by the tuition increases.

In addition to the $276.9 million, the university system will receive about $11.5 million for five percent pay raises for academic and non-academic personnel. The 1976 instructional budget is $189 million, up from the $185 million of 1975. But approximately $3 million of the increase will be needed to pay higher utility bills. The appropriation for capital outlay, or construction, for 1976 is $10 million, all cash. The 1975 appropriation was about $12 million raised through the sale of general obligation bonds, no cash.

Although the university system's instructional and capital budgets are appropriated in lump sums, other university-associated enterprises do receive categorical appropriations.

The 1976 and 1975 appropriations are: Marine Resources Extension Center, $390,440, $334,956; Skidaway Institute of Oceanography, $575,500, $537,000; Engineering Experiment Station, $2,352,000, $2,204,000; Agricultural Experiment Stations, $9,671,000, $8,894,000; Engineering Extension Division $412,819, $358,500; Cooperative Extension Service, $8,535,041, $8,243,041, and Talmadge Memorial Hospital (of the Medical College of Georgia) $9,970,000, $9,689,000. All of the above include state funds only.

Also included in the regents' total appropriations is nearly $3.2 million in grants to DeKalb Community College, the only public junior college in the state which is not a unit of the university system.

DeKalb is located in suburban Atlanta and is owned and operated by the local board of education. However, it was created under a state junior college law, and therefore is financed through student fees, a local tax levy and state grants.

The grants now are $500 per full time academic year student. A bill passed this session by the legislature will put the school on a formula system, similar to that of the entire university system, beginning in fiscal 1977.

As during last year's session legislators indicated that the lump-sum appropriation for the university system might be in jeopardy. However, a law passed when the university system was created in the 1930s will have to be repealed for the state appropriation to be made on a more detailed category basis. There was no attempt to repeal the law this year.

Contract Plan Questioned

While most of the controversy concerning the university system centered on the budget, some legislators again expressed distaste at the present regional contract plan through the Southern Regional Education Board which affects the student body composition of the University of Georgia College of Veterinary Medicine. The present contract system gives Georgia students only 39 of 86 freshman slots yearly at the schools. This was raised to 39, from 29 out of 76, last fall after a furor over the vet school during last session.

Citing a shortage of veterinarians in rural areas of Georgia, state legislators objected to the out-of-staters attending the costly school at the expense of Georgia taxpayers.

Two of the senators most vocal about the need for more veterinarians in rural areas succeeded in getting passed a bill which had been vetoed last year which establishes an advisory admissions board to the vet school. However, the bill was narrowed to specify that the advisory board members cannot take an interest in individual admissions at the school.

In addition, the University System Committee of the House plans to study the entire regional contract plan between sessions.

The General Assembly also dealt with another of the areas involving the SREB contract system when it urged the Board of Regents to consider adding a school of optometry in the state. Georgia now has neither a private nor public optometric school and sends 12 Georgia students to the Southern College of Optometry in Memphis, Tennessee, each year for such training.

Although the legislature doesn't have any authority over the creation of colleges either, the body followed through on a resolution it passed last year seeking the conversion of Kennesaw Junior College to a four-year school by including a $250,000 appropriation to cover such costs in the overall budget of the university system. However, the board is not expected to take action on the upgrading of the suburban Atlanta school and the money is expected to lapse.

Tuition Equalization Grant Upped

In the arena of private higher education, the General Assembly increased the number of hours from 10 to 12 quarter hours or the equivalent that private college students must take to qualify for the state's tuition equalization grant which is now $400 per year.

In a separate bill, the legislature upped the grant for first-time freshmen to $500 per year beginning this fall. Other classes are expected to be upped to the $500 level on an annual basis. However, the same bill postponed indefinitely the addition of professional and graduate students to the grant program. These students were to have been added this fall.

The General Assembly previously had authorized $600 per student, including graduate and professional students, to be funded as money becomes available.

While there was a bill to widen the state's Incentive Scholarship Program to include students attending proprietary schools, that bill remained in committee for study.

Student Member to Board Being Studied

Also to be studied until the legislature reconvenes in January are state regulations concerning private colleges and a bill to add a student member to the Board of Regents.

The state attorney general has said the current law, enacted in 1935, covering state regulation of private colleges is unenforceable. Also, the regulatory power now lies with the State Board of Education which governs mostly public schools and which would like to be rid of the responsibilities. A House committee plans to investigate needed changes in the law as well as where the regulatory authority should lie.

A bill which would add a student to the Board of Regents was introduced last session, but sent to a study committee and effectively killed for that session. However, with the convening of a new legislature this year the old bill died and was not re-introduced in the Senate after its original authors didn't return to the legislature.

A similar bill was introduced in the House, by an Atlanta Republican whose district includes Georgia Tech, but he allowed the bill to remain in committee after a poll of Democrats showed three to one opposition to it.

The state's system of vocational-technical schools fared well in the State Department of Education's Appropriation, but the Georgia Postsecondary Education Commission (1202 commission) didn't do so well.

The state's 26 vocational schools were allocated $4,383,472 in capital construction money as well as an additional $2,650,064 for short-term courses.

The 1202 commission received $45,130 for fiscal 1976.

VIRGINIA Allen McCreary, The Richmond News Leader

"A generally morose economic outlook pervaded the 1975 session..."

A financially wary 1975 Virginia General Assembly approved the concept of nonrepayable state grants to private college students, but postponed funding these grants and took a generally conservative approach to other higher education matters.

Funding could come as early as the 1976 session. The level of funding and regulations for administering the grants will not be determined until later this year when the legislature receives the results of a study by the State Council of Higher Education.

Students in Private Colleges Eligible for Grants

That study will investigate, among other things, whether the grants should be keyed to demonstrated financial need. Virginia residents attending the state's private colleges would be eligible.

A move for immediate conversion to grants of some $2.5 million appropriated for state loans to private college students failed. The $2.5 million will be awarded during the 1975-76 academic year in amounts up to a maximum of $400 per student. The loan program, in its second year, could grow into a $10 million operation for the 1976-78 biennium if the legislature approves grants up to $400 for the more than 12,000 students expected to be eligible for the awards.

A constitutional amendment approved by Virginia voters last November permitted the legislature to provide grants to students in private colleges. The amendment also authorized the General Assembly to permit contracts for educational and related services between private colleges and the state or any political subdivision. The session approved such contracts.

A smaller state financial aid program which provides grants based on financial need to students in public colleges and loans based on need to students in private colleges was amended this year to allow grants based on need to private college students. About $1 million was appropriated for 1975-76 for that program during the 1974 session and the level of funding was not changed this year.

A generally morose economic outlook pervaded the 1975 session and flavored almost all the debate in the House Appropriations and Senate Finance committees. A shortage of state revenues had necessitated some $40 million in reductions in state agency operating budgets by the beginning of the session early in January.

By February, state fiscal experts were saying that a hoped-for upturn in the state's economic activity by the latter half of this year would have to be factored into revenue projections to stave off further agency budget cuts.

Vet School Funds Removed

In other measures with budgetary implications, the 46-day "short" session of the legislature:

+++Rejected a proposal for a law school at George Mason University to serve the Northern Virginia region. GMU officials said it would not require immediate funding because an abandoned high school could house the project.

+++Turned down a $144.5 million bond issue proposal geared largely for capital outlay projects at public colleges and universities.

+++Removed from the general funds budget $225,000 appropriated in 1974 for planning a school of veterinary medicine at Virginia Polytechnic Institute and State University.

Most of the discussion concerning the controversial proposal for a school of veterinary medicine took place between the end of the 1974 session and the beginning of this year's session, and the removal of the planning funds took place without debate.

Governor Mills E. Godwin, Jr., and the State Council of Higher Education had insisted repeatedly that consideration of a proposed veterinary medicine school -- its planning, financing and operation -- should be considered within the context of the traditional regional perspective of sharing of facilities and programs among Southern states. The governor and key legislators had said that the fact that North Carolina, Tennessee and Mississippi were moving ahead with plans for such schools prescribed caution in proceeding with a school in Virginia. If plans in those states are still progressing when the 1976 General Assembly convenes, some legislators say that Virginia should consider sending students to one or more of the other schools instead of building a new school.

In other action, the lawmakers:

+++Defeated a bill that would have allowed each of the state's 40 senators to appoint two students each year to the entering class of Virginia's two public medical schools, the Medical College of Virginia* and the University of Virginia medical school.

*The medical college retained its name after a 1968 merger with Richmond Professional Institute which resulted in the formation of Virginia Commonwealth University. It is known as the university's health sciences division.

+++Directed the State Council of Higher Education to conduct a study of tenure and workload policies in state-supported colleges and universities.

+++Authorized, without legislative action, a Center on Aging at Virginia Commonwealth University. The university has requested higher education council approval to offer a master of arts degree in gerontology based on an interdisciplinary program.

+++Rejected a Senate bill aimed at changing the higher education council's polity for coordinating continuing higher education offerings.

+++Permitted state-supported colleges and universities to establish administrative procedures which would allow persons receiving on-campus parking citations to pay fines at the institutions rather than in local courts.

+++Authorized issuance of $20 million in higher education institution bonds for construction of a complex of buildings at the University of Virginia to be leased to the U. S. Government for operation of the Federal Executive Institute and Managerial Training Center. Revenues from the lease of the facilities will pay the bonded indebtedness.

+++Killed in committee a proposed collective bargaining bill for public employes similar to bills which met the same fate in previous legislative sessions. The bill did not mention higher education specifically but was opposed by presidents of state-supported colleges and universities.

GMU Criticizes Council's Law Report

Bills to establish a law school at GMU were introduced in the Senate and the House of Delegates with the entire Northern Virginia delegation listed as patrons. The bills, in effect, were an appeal to the legislature of the higher education council's denial of approval for the school in its December 1974 meeting. The House Education Committee, by a 12 to 6 vote, passed the bill indefinitely.

The higher education council had reported earlier that the public law schools at the College of William and Mary and the University of Virginia and the private law schools at the University of Richmond and Washington and Lee University would expand enough to handle the expected increase in law school enrollment through the next decade.

GMU representatives criticized the council's law school report and said they interpreted the council's position as supporting a quasi-monopoly which would protect lawyers from the competition of additional law graduates.

Opponents of the bill said that the "regional law school" argument advanced by Northern Virginia legislators could also be made for Tidewater, Richmond and Western Virginia. They said the state does not have sufficient resources to establish expensive graduate and professional degree programs at every regional institution and that such programs must be a state resource and not merely regional resources.

$144.5 Million Bond Referendum Opposed

The initial move for the $144.5 million bond referendum gained little support in the Senate. The referendum was opposed by the chairmen of the House Appropriations and Senate Finance committees and by the governor. Opponents insisted the timing was not good; that future economic developments were uncertain; that the proposal had been hastily drawn without the opportunity for soliciting the broad public support necessary for voter approval.

Supporters of the proposal said the bonds would stimulate the lagging economy and that the cost of constructing needed facilities would be less in 1976 than later in the decade.

A compromise study resolution was offered by the chief patron of the bond bill, but the resolution died when the House Appropriations Committee took no action on it.

Bills in the House and Senate providing for legislative appointments to state-supported medical schools were defended by legislators who said that not enough medical school graduates are setting up practices in rural areas.

Opposition was lead by the two state-supported medical schools. Their representatives maintained that the appointments would not solve the problem of the shortage of rural physicians. Opponents also noted possible accreditation problems if the bills were adopted. They said the family practice residency program which places medical students in various parts of the state is a better way of encouraging physicians to locate in rural areas.

Tenure Study Resolution Passed

Senator Edward E. Willey, D-Richmond, head of the Senate Finance Committee, had hoped for a General Assembly Commission to study the tenure question, but the state's tight financial situation led him to request the higher education council to conduct the study.

More than a dozen representatives of faculty groups attended a public hearing on the tenure study resolution. Only one person opposed the study, but some questioned whether it was really a pressing need. The tenure study

The compromise bill passed the Senate and went to the House. The higher education council and presidents of several state-supported colleges and universities opposed the bill before the House Education Committee.

The council representatives told committee members that the regional consortia, established by the General Assembly in 1973, should be given time to work out problems such as the ones outlined in the Senate bill.

The education committee defeated the Senate bill and also refused to consider a substitute study resolution requesting the higher education council to compare various operational costs for continuing higher education.

Grievance Procedures Changes

The legislature considered and passed by indefinitely two house bills to make changes in the grievance procedures at public colleges and universities.

One bill carried over from the 1974 session called for revisions in the grievance procedures of community colleges to bring them in line with procedures established by the governor for other state employes. Because of recent changes in the community college grievance procedures, including provision for appeal to a committee rather than a community college president, the House Education Committee agreed that no legislation was needed.

Another bill originating in the House of Delegates proposed that presidents and the teaching and research staffs at public four-year colleges and universities be subject to the existing state grievance procedure.

The four-year colleges and community colleges opposed the bill, contending that existing institutional grievance procedures for faculties and staff are more appropriate than the state procedure.

The chief patron of the bill agreed to let it pass by indefinitely without debate, but he indicated that he expected to see changes in institutional grievance procedures to bring them more in line with the state procedure.

The legislature also transferred the responsibilities of the Higher Education Facilities Commission to the State Council of Higher Education. The federal government has indicated it will not fund the commission beyond July 1, 1975.

Federal funds for facilities, if available, will instead be appropriated to the states' "1202 commissions." The governor has designated the Council of Higher Education as Virginia's 1202 commission for planning of all postsecondary education activities. The facilities commissions' responsibilities include the administration of federal grants to public and private institutions of higher education for the purchase of equipment and facilities.

resolution passed the House and Senate without a dissenting vote. The study is scheduled to be completed by Nov. 1, 1976, and its findings will be reported to the Governor and the General Assembly.

House and Senate bills to establish the Center on Aging at Virginia Commonwealth University were determined to be unnecessary because of the State Council of Higher Education's earlier approval of the center.

The 1974 General Assembly delegated to the council the authority to approve or disapprove the establishment of new organizational units such as colleges, branches, divisions and centers. In that context, legislative leaders said, the bills to establish the center through legislative action were not needed.

Consortia Compromise Bill Defeated

The higher education council's policy for coordinating continuing higher education says that whenever possible the state's 23 community colleges should provide the freshmen and sophomore undergraduate continuing education courses in the six regions designated for continuing education consortia.

The four-year colleges and universities within the consortium regions should, whenever possible, provide the junior and senior courses and also offer those graduate continuing education courses which they are authorized by the council to conduct and have the necessary resources to provide.

Under the policy, the state's two comprehensive universities, Virginia Polytechnic Institute and State University and the University of Virginia, would supplement the offerings of the regional institutions and would provide programs that are not available and/or should not be developed at the regional institution.

The University of Virginia, concerned that the council policy would limit some of its traditional course offerings and in-service training courses for local school division personnel, supported a Senate bill providing that nothing in the council policy would infringe on the right of contract between a state-supported college or university and any persons, business group, or school division.

Local school superintendents said they were concerned that they would be forced to contract with local colleges and would not have the opportunity to contract with the University of Virginia.

After lengthy debate in the Senate Education and Health Committee, a compromise bill was drawn up. The bill provided for the right of unlimited contracting, but it required that no general fund tax dollars could be used to support a program brought into a consortium region by an outside institution if that program was already offered by an institution within the consortium region.

Commission Presents Critical Analysis of Community Colleges

Three weeks after the close of the legislative session, the General Assembly's year-old Legislative Audit and Review Commission delivered its first report, a critical analysis of the 23-campus Virginia Community College System.

The report showed that too-high enrollment projections in some schools resulted in excess appropriations to the system amounting to $9.1 million from 1970 to 1974. Some $4 million was returned to the state and the remainder was spent with state budget office approval, however. Nine of the two-year commuter colleges had more space than they needed in the fall of 1974, while several others, including the urban area schools, had too little space, the report said. The auditors also cited a proliferation of programs in many schools, numerous classes with fewer than 10 students, and lack of an updated state master plan for the system.

They reported that the overwhelming majority of the students were satisfied with the quality of teaching, counseling and job placement, and that faculty productivity in terms of student credit hours produced within acceptable limits in all but five schools.

The report recommended stricter classification of students for budget purposes, more coordination and planning for the system through the higher education council, and a complete review of all instructional costs, which vary widely from college to college.

Legislative members of the commission said some changes will be made in the system as a result of the study, and that additional recommendations are likely before the 1976 General Assembly convenes.

ARKANSAS

Richard Allin, Arkansas Gazette

"The trend to take higher education closer to the people continued in Arkansas..."

The 1975 Arkansas General Assembly was almost, if not quite, successfully resisting the impulse to start "branches" of existing colleges and universities in favored cities. They succumbed to the temptation twice, then established a system that will screen any such temptations in the future.

Appropriations for operations were boosted 20 percent for the new biennium, but only a relatively small portion of capital funds went for new construction. The greater amount was applied to deferred maintenance and improvement of existing plants. Higher education officials felt that a leveling of enrollments meant that funds should go primarily to repair and upgrade than to construct new facilities.

The trend to take higher education closer to the people continued in Arkansas, and overall control of the state-run system was further centralized.

Meanwhile, students attending private colleges became eligible for state scholarships.

In Arkansas the universities and colleges funnel appropriation request through the State Board of Higher Education, which makes a unified recommendation to the legislature. The recently ended regular session followed, almost without exception, Board recommendations for operating and capital programs.

Overall, funds for operating purposes will increase from about $86 million for 1976-77, an increase of $29 million.

The legislature allocated $25,588,819 for capital improvement, of which about $9 million will go for new construction or to supplement funds for construction already in progress. The most important of the new buildings will be a $2.5 million allocation for a Fine Arts Building at the University of Arkansas at Little Rock, a new infirmary and library addition at the University of Central Arkansas, a new Physical Education building for the Beebe Branch of Arkansas State University, and a student pavilion and new livestock facilities at the Arkansas State University at Jonesboro.

Summary of Legislation

The Arkansas General Assembly adopted the following measures which affect higher education generally or particularly. They are listed in order of passage:

+++As a start, legislative acts authorized State College of Arkansas at Conway (formerly Arkansas State Teachers College) to change its name to University of Central Arkansas; and Henderson State College at Arkadelphia (once Henderson State Teachers College) can now call itself Henderson State University.

+++An act to require that all cash funds of colleges, universities, and other state agencies be pre-audited by the state. Funds can still be deposited in local banks.

+++A measure to limit to eight the number of community colleges which can be established by the State Board of Higher Education.

+++A measure that identifies military personnel in Arkansas as residents for higher education fee-paying purposes.

+++An establishment of a branch of Southern State College (Magnolia) at El Dorado, and placing the Southwest Technical Institution (a vocational-technical school) under Southern State as a branch. Some research is still necessary to determine what the State Board of Higher Education must do to establish the El Dorado branch.

+++An act to establish a state scholarship program for Arkansas residents attending private colleges.

+++An act to appropriate funds for administration of the College and University Desegregation Plan in the Department of Higher Education.

+++An act establishing, with more members, a new Admissions Board of the University of Arkansas Medical School.

+++A measure to establish the State Student Incentive Grant Program, a 50-50 matching program for needy students.

+++An act to allow colleges to become "universities" by act of their boards of trustees, provided the State Board of Higher Education approves.

+++A measure to establish a full time branch of the University of Arkansas Law School in Little Rock. The main law school remains on the Fayetteville campus. The Little Rock branch had previously been a night school.

+++An act appropriating funds for a College of Engineering Management at Arkansas State University at Jonesboro.

+++An act that provides for persons over age 60 to attend an Arkansas college or university free of tuition and fees.

+++A resolution suggesting the Arkansas State University at Jonesboro host an annual conference for community colleges in the northeast section of the state.

++ An act authorizing colleges and universities to teach vocational-technical courses as extension work, and allowing off-campus student credit hours to be counted as those earned on campus.

+++An act authorizing the Academic Common Market, to allow Arkansas residents to attend programs in other Southern states which are not offered in Arkansas and not be required to pay out-of-state fees.

Several Measures Vetoed

Governor David Pryor vetoed several measures which would have provided, among other things, establishment of a branch of Henderson State University at Mena, appropriations for certain renovations, and to allow free tuition for persons in the military reserve who are attending college.

The General Assembly also directed the State Board of Higher Education to review, for approval or disapproval, any new degrees to be offered by public or private institutions of learning, including those of proprietary education (private schools of accountancy, drafting, radio-television engineering, etc.)

The legislature itself considered no new policies of teacher tenure or academic freedom. The state Supreme Court, however, ordered the re-instatement of a history professor at the University of Arkansas at Little Rock who had been ordered suspended without pay by a lower court for espousing Marxist principles. The professor is Dr. Grant Cooper, a professed member of the Progressive Labor Party.

Post-graduate degrees in education were authorized, by inclusion of funds for the purpose, for Southern State College at Magnolia, and Arkansas Polytechnic College at Russellville. Both offer an undergraduate program in education.

The Arkansas Post Secondary Education Planning Commission, which had been established by executive order of the Governor in April 1974, was confirmed by the General Assembly. It is a "1202 Commission," and with the exception of five additional members, is essentially identical with the State Board of Higher Education which has overall charge of coordination and governance of higher education in Arkansas.

STATE APPROPRIATIONS FOR OPERATING PURPOSES FOR

ARKANSAS STATE-SUPPORTED COLLEGES AND UNIVERSITIES

1974/75, 1975/76 and 1976/77

COLLEGES & UNIVERSITIES	1974/75	1975/76	1976/77
Ark. Polytechnic (Russellville)	$2,783,546	$3,373,300	$3,608,918
Ark. State Univ. (Jonesboro)	$8,406,206	$9,731,662	$11,377,701
Ark. State Univ. (Beebe)	$630,844	$804,965	$945,770
Henderson St. Univ. (Arkadelphis)	$3,970,413	$4,440,454	$4,847,553
Southern St. College (Magnolia)	$2,489,821	$3,975,409	$4,785,314
Univ. of Central Ark. (Conway)	$5,493,684	$6,229,068	$7,118,324
Univ. of Arkansas:			
System Administration	---	$276,847	$300,134
Fayetteville Campus	$19,393,446	21,420,804	22,836,897
Grad. Inst. of Tech.	741,370	834,469	876,192
Research & Ext. Center	736,715	877,129	918,485
Grad. Sch. of Soc. Work	278,208	312,024	327,625
Agri. Experiment Station	4,098,801	4,892,082	5,177,312
Criminal Procedures Inst.	18,750	18,750	19,688
Coop. Ext. Service	4,721,311	5,393,442	5,946,174
TOTAL - Univ. of Ark. Fund	$29,988,601	$34,025,545	$36,402,507
Univ. of Arkansas (Little Rock)	$5,557,736	$7,423,078	$9,094,916
Univ. of Arkansas (Monticello)	$2,405,787	$2,711,366	$3,005,916
Univ. of Arkansas (Pine Bluff)	$4,335,584	$4,794,045	$5,070,746
*TOTAL - Colleges and Univ.	$66,084,833	$77,687,992	$86,666,075

*(Also includes minor funds for programs and additional students not listed.)

COMMUNITY COLLEGES	1974/75	1975/76	1976/77
East Ark. Community College	$648,646	$836,264	$1,020,879
Garland Cty. Com. College	814,068	931,157	1,140,558
North Arkansas Com. College	536,456	663,173	735,214
Phillips Cty. Com. College	1,035,927	1,228,066	1,430,648
Westark Com. College	1,800,704	2,254,245	2,584,218
Mississippi Cty. Com. College	---	650,628	892,867
*TOTAL - Community Colleges	$4,836,631	$7,190,603	$8,363,454
*(Includes miscellaneous funds.)			
Univ. of Ark. Medical Ctr.	$14,002,415	$16,453,094	$17,806,147
GRAND TOTAL Colleges and Universities	$85,221,271	$101,653,086	$113,209,917
SUBSIDIES TO ARKANSAS STUDENTS ATTENDING COLLEGES OUTSIDE ARK.			
Optometry	$60,000	$86,000	$120,000
Dental Aid-SREB	347,510	436,583	439,833
Non-SREB	110,000	135,000	150,000
Veterinary Aid-SREB	69,000	189,000	396,000
Non-SREB	164,930	334,040	350,040
TOTAL	751,440	$1,180,623	$1,455,873
STATE SCHOLARSHIP & STATE STUDENT INCENTIVE GRANT PROGRAMS	---	$350,000	$250,000
GRAND TOTAL - ALL	$85,982,711	$103,202,460	$114,935,053

MARYLAND Tom C. Stuckey, The Associated Press

"...few bills dealing with higher education were introduced at the 90-day session, and fewer still, most of them of minor impact, were enacted."

ANNAPOLIS...The Maryland Commission on the Structure and Governance of Education, almost ready to issue its final report some 28 months after it was created, appealed to the 1975 General Assembly not to enact bills affecting the structure of public education in Maryland. The legislature, for the most part, complied with the request from the Rosenberg Commission at the annual session which ended April 7. The result was that few bills dealing with higher education were introduced at the 90-day session, and fewer still, most of them of minor impact, were enacted.

The two bills with the most impact would elevate Morgan State Colleges and Towson State College to university status. The Towson change would be one of name only, and the institution would remain as a part of the state college system operating under the Board of Trustees of State Colleges. Morgan State, on the other hand, would become a separate institution with its own 12-member board of trustees.

Sharp Departure from Tripartite System

The change in status for Morgan State represents a sharp departure from Maryland's tripartite system of higher education. Currently the public institutions of higher education--with the exception of St. Mary's College, which has its own board--are divided into three segments: the University of Maryland, the community colleges and the state colleges. Morgan would be pulled out of this system under the bill enacted by the 1975 General Assembly. The Morgan trustees, however, would still be answerable to the Maryland Council for Higher Education, in addition to the governor and the legislature. The council, for example, would have veto power over creation of new professional schools and graduate programs proposed by the Morgan trustees.

The Towson and Morgan bills were enacted in the last few days of the session, both gaining approval in the fact of opposition from legislators who argued that the request from the Rosenberg Commission should be honored. Black legislators, who made the Morgan bill a top priority item for the 1975 session, were instrumental in gaining university status for the Baltimore institution, which has a predominantly-black enrollment. The Morgan bill effectively cleared the way for the Towson State bill, although supporters succeeded in getting the latter measure through the House of Delegates only after the house had once rejected it and only in the last hours of the final day of the session.

While Morgan officials pushed for their own board and the independence that would come with it, Dr. James L. Fisher, president of Towson State, testified before legislative committees that he was interested only in a name change from college to university. He said status as a university, even if the change was only cosmetic, would help his institution compete for outside grants. Legislative skeptics grumbled that the name change was probably only the first step toward separate status and that other colleges would probably be scrambling to follow the Morgan-Towson lead.

Of the remaining legislation enacted by the General Assembly, probably the most significant was a bill allowing the state's university and college employes to choose outside pension systems instead of requiring them to participate in the state system. Under state pension rules, employes who leave the system before completing five years can recover their own contributions but not the money contributed by state government. The bill enacted by the legislature will allow them to put both their money and the state contributions into approved private pension plans. The measure covers professional employes only.

Three Scholarship Bills Passed

Among the dozen or so bills affecting higher education which were enacted at the 1975 session were three dealing with scholarships. These bills would:

+++Provide scholarships for tuition and fees at any public institution of higher education for Maryland residents who were prisoners of war in Vietnam. Estimates were that about 20 former war prisoners would qualify under the bill.

+++Add a community college president and a college financial aid officer to the State Scholarship Board, increasing membership on the board from seven to nine.

+++Remove a requirement that applicants for the state scholarships must pass the examination given by the scholarship board to be eligible for state aid. Applicants would still have to take the examination and would have to meet several other requirements, including having been accepted at an approved institution of higher learning.

Another bill enacted by the General Assembly authorizes a $10 million bond issue for construction of community college facilities.

The bills which failed to win approval at the 1975 session failed to stir much debate or controversy, except for the issue of scholarship reform, which again floundered in the state senate.

Community college officials made a futile appeal to the state to pick up a larger share of the cost of educating a student at the two-year institutions, but none of the several bills along that line even got out of a

house or senate committee. The current aid formula provides that the state will pick up 50 percent of the total per pupil cost with the local government kicking in 28 percent and the student 22 percent. The maximum state per pupil contribution is set at $700, however, and Dr. Alfred O'Connell, executive director of the State Board of Community Colleges, told fiscal committees of both the house and senate that $700 no longer covers 50 percent of the cost at any of the state's 16 community colleges. He said that even $800 wouldn't reach the 50 percent level at more than half of the colleges, and warned that tuition increases would be inevitable without additional state help. Legislators listened sympathetically and then told the community they couldn't help because there wasn't any money available to increase state aid.

Another bill which got nowhere would have guaranteed collective bargaining rights to academic employes at all Maryland institutions of higher learning. It would not have authorized such employes to strike, but would have provided for disputes to be submitted to binding arbitration.

Scholarship Reform Ends in Stalemate

The senate again fought at length over the issue of scholarship reform, and again matters ended in a stalemate. Under the present law, each of the 47 senators gets $14,500 a year to pass out in scholarships, with a maximum of $1,500 to any one student. All awards are four-year awards and continue for that period of time unless the student leaves school or gives up the scholarship. Each senator gets an additional $14,500 each year so that, by his fourth year in office, his scholarship recipients are getting about $58,000 a year. There is also a small House of Delegates program which brings Maryland's legislative scholarship program up to about $3 million a year. There is no requirement that the financial aid be handed out on the basis of need, and the absence of need as a requirement is costing the state federal scholarship funds.

Two major senate bills to revise the scholarship program were defeated, one in a tie vote, after lengthy floor debate. One bill would have transferred control over scholarship funds to the scholarship board by 1979. The other would have increased the amount of scholarship money and would have allowed the board to give out 50 percent of the funds. The remaining 50 percent would still have been given out by the senators, but they would have had to pick recipients from a list prepared by the board, ranking applicants by need.

Tight Budget Restrictions

Governor Marvin Mandel, striving successfully to avoid any major tax increases, imposed tight restrictions on the fiscal 1976 budget, and higher education suffered along with most other state agencies. Total general fund appropriations, after the very minor reductions made by the

legislature in Mandel's budget, amounted to $196,734,916 for the University of Maryland, the state colleges and the community colleges. This was up about 9 percent from the $177,439,759 appropriated the previous year.

The following table shows the current budget for state institutions and the final appropriation for next year:

UNIVERSITY OF MARYLAND	1974-75	1975-76
General	$106,645,749	$119,347,533
Special	100,773,440	110,195,510
Federal	2,439,148	3,056,825
Total	$209,858,337	$232,599,868

STATE COLLEGES	1974-75	1975-76
General	$ 39,350,409	$ 44,064,918
Special	26,694,970	31,470,656
Federal	9,312,921	9,149,665
Total	$ 75,358,300	$ 84,685,239

ST. MARY'S COLLEGE	1974-75	1975-76
General	$ 2,257,201	$ 2,333,965
Special	1,105,438	1,338,925
Federal	45,000	58,500
Total	$ 3,407,639	$ 3,731,390

The budget contained a lump sum appropriation of $30,988,500 for the state's community colleges, compared with $29,186,400 for the current year. The state pays 50 percent of the cost of educating a student up to a maximum of $700.

The capital improvements budget for the University of Maryland totaled $20,923,400. Included in the projects for the main campus at College Park were $2,500,000 in supplemental funds for construction of a physical education building, $5,546,000 for a human ecology building,

$4,594,000 for a dining hall, and $1,130,000 for extension and replacement of utilities. The Eastern Shore campus got $698,100 for renovation of the administration building.

Among the projects at the state colleges were $750,000 to help with conversion of a student center at Bowie into a dining facility; $2,470,000 for construction of an administration building at Frostburg State College; $2,591,000 for an addition to the service building and $1,880,000 for renovations to provide additional administrative service area, both at Morgan State; $1,990,000 for construction of a central dining hall, and $2,269,923 for remodeling of Caruthers Hall to provide additional instructional and administrative space, both at Salisbury State; $1,820,900 to help with construction of a physical education facility and with purchase of equipment for the facility and $1,959,800 for renovation of the dining hall. St. Mary's College got $3,962,000 for construction of a fine arts center.

The total capital budget for the university and the colleges was $44,326,700.

MISSISSIPPI James S. Saggus, The Associated Press

"'It's going to be a very difficult year for the universities,' said Thrash."

JACKSON...Mississippi will give its state universities record financial support next year but officials warn that tuition increases may become necessary anyway.

The 1975 legislative session approved $70,199,809 for the institution of higher learning, up almost $8 million from the budget for the current year which ends June 30. But Dr. E. E. Thrash, executive secretary of the State College Board, said the schools needed all of the $76.1 million which had been requested.

"It's going to be a very difficult year for the universities," said Thrash. "The general support came out at about a 12 percent increase. Inflation last year generally was conceded to be 11 or 12 percent. We just held the line on inflation. We expect to have about 2,000 more students and would need 108 new faculty members to handle them. None of these is provided for."

"Hard Decisions Ahead"

Thrash said that while board officials "are indeed grateful to the legislature for the extra effort made to give us the money we came out with, we have some hard decisions ahead. We must see where we go from here. The board has got to decide whether to increase tuition. Students have not had a significant tuition increase since 1968. The board may look hard at the tuition possibilities."

The class I universities--Mississippi State, Mississippi and Southern Mississippi--got legislative approval to generate up to 31 percent of their total budget from their own sources, such as tuition charges and grants. The figure had been 28 percent. No changes were made in the percentages of class II (26 percent) and class III (24 percent) schools.

The university appropriation included $65,833,674 in general support money; $1,390,318 for Gulf Coast Research Laboratory; $1,720,420 for off-campus centers and extension work; $1 million for library improvements; $175,000 for matching Sea Grant funds, and small amounts for other specified purposes. The legislature earmarked enough of the money to provide 3 percent cost-of-living salary increases for all employes, plus merit raises under general board policies.

Because of the economic situation, lawmakers considered few higher education proposals that did not fund current programs. One exception was the perennial constitutional amendment to shorten terms of College Board members from the current 12 years to eight. This time it died

without debate in the House when caught by a deadline before lawmakers got to it on their calendar.

Loan Bills Passed

Other exceptions included measures to:

+++Broaden the medical education loan program. The bill signed by Governor Bill Waller boosted the maximum loan to $24,000 and included a limited forgiveness feature.

+++Create a postsecondary education loan program. The bill signed by Waller still lacks state funding.

+++And coordinate the work of the Natchez branches of Copiah-Lincoln Junior College and the University of Southern Mississippi to create in effect a full four-year college program. Under the new law, the USM branch will offer the work above the junior college level.

The student loan fund bill provides up to $2,500 a year for four years, when funds are available. It sets up a three-member board composed of representatives of senior and junior colleges and the governor. Backers had counted on a $115,000 appropriation, which would have made possible $500,000 in loans through the federally guaranteed loan program. However, the appropriation got clogged in the legislative machinery. Backers hope that both state and private schools will be able to come up with some seed money to get the program started. They said that commercial banks have become reluctant to make student loans under the current money market conditions.

The medical loan bill modernizes an existing program which has $400,000 in funds but is used little because it is not competitive with the medical loan program of the armed services. The present program will lend a total of only $5,000, while student costs are computed at $6,000 a year. The present program also requires complete repayment by the student and requires a student go into general practice. The new program will embrace dentists for the first time and will be open to any medical student going into primary care fields. Besides boosting the total loan limit to $24,000, it permits forgiveness of one-fifth the debt for those going into practice in towns of 7,500 and less population. It also authorizes local government to pay on the doctor's debt if they desire to do so as a means of inducing a physician to locate there.

The Natchez college bill reorganized the Co-Lin junior college district to give Adams County (Natchez) additional representation on the governing board. It requires co-equal campuses, at Wesson, where the home campus has been, and Natchez, where a satellite operation has been in effect. The Co-Lin branch will be coordinated with the USM branch, which under a 1974 law can grant degrees. The USM branch also offers master's degrees.

Senator Troy Watkins of Natchez, a member of the local committee seeking sites for both schools, said, "We hope to find side-by-side permanent locations for them, where they can work together." The two branches are now in temporary facilities nine miles apart.

Several legislators continued their war with the College Board over the work load permitted for students at the university branches dotted across the state. When a loan program bill came up in the House, several Gulf Coast lawmakers offered an unsuccessful amendment to force the board to permit 11 semester hours instead of the six now allowed. Backers said six hours was not enough work to qualify a student for full GI Bill benefits. Representative Gerald Blessey of Biloxi said the 11-hour provision was in the law now, but the board was ignoring it. Representative Horace Harned of Starkville, chairman of the Universities and Colleges Committee, opposed it on grounds it might be the first step toward setting up fullscale universities at the branch campuses.

Duplications in Programs Cited

Several legislators argued on various college measures that there were too many duplications in programs at existing schools. The legislature's Performance Evaluation and Expenditure Review Committee called for the board to set up statewide objectives for higher education, and goals for each university. It said the board should review such matters periodically.

The PEER committee said procedure for allocating funds to each institution should be refined to take into account their diverse educational and supportive needs.

The board reported to lawmakers later that it was making "surprising progress" in a $32,000 study authorized by the 1974 legislature into university programs and areas of duplication. Dr. Tom Meredith, academic programs officer of the board, told the House Universities and Colleges Committee that the institutions were cooperating and he hoped to finish the task this year. "We are building up an inventory of information on where programs are offered so we will know if we need to establish a new one somewhere," he said. The information will help schools determine the cost per student hour and decide whether a program in the catalog is actually in demand and worthwhile. He said in many instances programs that seemed to be duplicates were not because their emphases were different.

One bill on the lighter side caused a small furor before dying quietly in the House Universities and Colleges Committee. The measure, which passed the Senate, would have allowed Mississippi State University to keep its football noisemakers--the clanging cowbells it has long used--despite a Southeastern Conference ban against such artificial noisemakers. One source said the measure might have gotten State into trouble with the SEC. Bulldog backers were bitter about the SEC prohibition, saying nobody fussed until State teams began winning games.

Most of the other higher education bills were appropriations.

Dental School to Begin in Fall

Lawmakers gave the University of Mississippi's new school of dentistry $1,059,656 to begin operations this fall, enough for what Thrash called "a reasonably good start." The legislature provided $1.5 million in revenue sharing money for plans and construction preliminaries for the veterinary medicine school authorized for Mississippi State last year. It is now in the process of hiring faculty.

The legislature provided $20,235,000 in state aid to the junior colleges, which also draw support from their local districts. The State Budget Commission had recommended $18.2 million for the two-year schools and the final figure was one of the few instances in which lawmakers gave more than recommended. The increase showed the political clout of the junior colleges. In addition, vocational and technical schools got another $18.9 million.

Other major appropriations included $8,824,956 for the University of Mississippi medical school, compared to the current $7,255,882; and $8,766,331 for the school's teaching hospital, compared to the current figure of $7,495,000. The medical school expects to get another $11.1 million from fees and special sources, while the hospital expects another $19.2 million from similar sources.

The University of Mississippi nursing school will get $793,229, the USM nursing program $1.2 million, and the Mississippi University for Women nursing program $1,077,238.

Lawmakers also designated several university construction projects for preplanning, with the actual construction to be authorized and funded later. The projects included a $2.5 million marine education center at Gulf Coast Research Laboratory; a $3.5 million industrial technology building at Alcorn State; a $2 million physical education instructional facility at Delta State; a $5 million assembly building at Jackson State; a $2 million classroom building at MUW, and a $6 million technology building at USM.